
Unified San Diego
County Emergency
Services Organization
And
County Of San Diego

Operational Area
Emergency Plan

ANNEX E
Public Health Operations

October 2010

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Unified San Diego County Emergency Services Organization

ANNEX E

Public Health Operations

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ANNEX E

PUBLIC HEALTH OPERATIONS

I. General

The Public Health Operations Annex (Annex E) to the San Diego County Operational Area Emergency Plan describes the basic concepts, policies and procedures for providing public health services in the event of any emergency or disaster. Organizationally, public health services are provided under the coordination of the Health and Human Services Agency (HHSA), Public Health Services (PHS). This Annex serves as the unifying public health document for the San Diego County Operational Area, as authorized by the Emergency Services Agreement.

Purpose

To establish emergency public health operations (including planning, response and operations), assign responsibilities, and provide actions and responses to public health problems associated with emergencies or disasters.

Goals and Objective

The overall goal of emergency/disaster public health operations is to:

Minimize loss of life and human suffering, prevent disease and promote optimum health for the population by controlling public health factors that affect human health and by providing leadership and guidance in all emergency/disaster public health-related activities.

The overall objectives of emergency/disaster public health operations are to:

- Provide preventive health services and control disease outbreaks.
- Conduct rapid disease surveillance activities.
- Issue public health advisories.
- Respond to public health events.
- Coordinate health-related activities among other local public and private response agencies or groups.
- Establish procedures for activation and termination of this Annex.

Concept of Operations

For the purposes of the Operational Area Emergency Plan and this Annex, public health emergency/disaster events are those incidents that may pose a threat of disease or loss of optimum health to the citizens of San Diego County. Public Health serves as the unifying public health entity for the San Diego County Operational Area.

Plan Activation and Termination

Activation and termination of this Annex shall be by the direction of (1) the County's Chief Administrative Officer (CAO) in that capacity, or as Area Coordinator of the Unified San Diego County Emergency Services Organization; or (2) a designated Deputy CAO; or (3) the Director, Office of Emergency Services or designated representative; or (4) the Public Health Officer or designated representative; or (5) the Chief, Emergency Medical Services or designated representative.

Upon activation, the Public Health Officer determines the extent of public health services needed for the emergency or disaster and notifies the appropriate divisions and agencies.

ACTIVATION OF ANNEX E shall be declared under the following conditions:

1. Annex E is activated whenever a Level III full activation of the Operational Area EOC is called. Dependent on the public health impact of the emergency/disaster Annex E may be activated at emergency Levels I and II, as described below:
2. An event is imminent, or has occurred, in a populated area such that extensive casualties are inevitable, (e.g. structure collapse, major transportation emergency, hazardous materials release, or another public health emergency such as an infectious/communicable diseases outbreak.
3. Notification from cognizant authority that a significant number of casualties from outside the Operational Area are expected to be brought into the Operational Area via the State Mutual Aid System or the National Disaster Medical System (NDMS) (e.g., casualties from domestic or international war).

TERMINATION OF ANNEX E occurs when the Public Health Officer, in consultation with the County's Chief Administrative Officer (CAO); designated Deputy CAO; Director, Office of Emergency Services; and the Chief, Emergency Medical Services determine that the situation has stabilized, and emergency/disaster public health operations are no longer required.

II. Organization

The Emergency Operations Center (EOC), the Health & Human Services Agency Departmental Operations Center (HHSA DOC), and the Emergency Medical Services Departmental Operations Center (EMS DOC [MOC]) under the Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS) criteria, are key to successful emergency/disaster response and recovery operations. With centralized decision making, personnel and other resources can be more effectively utilized. Coordination of activities insures that all tasks are accomplished with little or no duplication of effort, and with the highest probability of success.

City Emergency Operations Center

Each city has a central facility designated as an EOC. From the City EOC, emergency/disaster operations are directed or coordinated. It is activated when an emergency/disaster occurs and is

staffed by city employees from departments with emergency responsibilities, as well as liaison representatives from other agencies and jurisdictions.

In the event that a City EOC is activated for a localized emergency/disaster that may threaten or endanger the public health they may request a Public Health consultation. This request would be made via San Diego Sheriff Communications Center (Station M).

Operational Area Emergency Operations Center

The Operational Area Emergency Operations Center (OA EOC) serves the entire San Diego County Operational Area, including the 18 cities, military bases and special districts, with the Chief Administrative Officer serving as Director of Emergency Services for the unincorporated area of the Operational Area and Coordinator of Emergency Services for the incorporated areas.

The Health Branch of the EOC (Figure 1) is activated based on operational need. It is staffed by pre-designated public health personnel and coordinates the emergency medical response for the Operational Area. The EOC Health Branch staff serves as advisors to the CAO, as well as makes decisions about resource allocation, priorities, and other public health matters. Additional members of the Health Branch may be physically located at an alternate site, the EMS DOC (MOC), maintaining constant communication with the EOC Health Branch liaison.

The following personnel may staff the OA EOC:

Policy Group:

Director, Health and Human Services Agency (or designee) reports to the CAO and is responsible for the long-range logistics planning and policy decisions of all emergency/disaster health services to include Emergency Medical Services, Public Health, and Behavioral Health.

Public Health Officer (or designee) reports to the CAO, and is responsible for the overall management of Public Health Services within the Operational Area. The Public Health Officer in consultation with the Director of HHSA makes policy decisions related to emergency/disaster health services.

Operations Section

Health Branch Positions:

Health Branch Coordinator position within the OA EOC is filled by the Chief, Emergency Medical Services (or designee). This position reports to the Operations Section Chief and is responsible for overall coordination of health and medical care operations and providing health and medical services expertise required in the OA. The Health Branch Coordinator oversees the activities of the following units: Public Health, Emergency Medical Services, and Behavioral Health.

Public Health Unit Leader is assigned to the EOC by HHSA and PHS. The Public Health Unit Leader is responsible for coordinating disaster public health operations throughout the OA. This position reports to the Health Branch Coordinator.

Emergency Medical Services Unit Leader is assigned to the EOC by HHSA and PHS. The EMS

Unit Leader is responsible for the management and needs assessment of all County EMS units and hospitals located in the OA. This position reports to the Health Branch Coordinator.

Behavioral Health Unit Leader is assigned to the EOC by HHSA and Behavioral Health Services. The Behavioral Health Unit Leader is responsible for the safety and well being of Behavioral Health clients and the provision of critical incident stress de-briefing and crisis intervention services to emergency workers, OA EOC staff and the general public during and after an emergency. This position reports to the Health Branch Coordinator

Other Operations Positions:

Operations Section Positions may be assigned by HHSA and PHS. These pre-designated staff will report to the EOC and fill a variety of positions to support activities in the Operations Section. These positions will report to the Operations Section Chief.

EMS Departmental Operations Center (Medical Operations Center)

The EMS DOC (MOC) serves as a support and procurement entity to the County OA EOC. While generally open and staffed whenever the OA EOC is activated, the EMS DOC (MOC) may also be activated independently for emergency/disasters that are localized, low level emergencies or are primarily health-related. The following are staff positions in the EMS DOC (MOC):

EMS Medical Director (or designee) serves as a liaison between EMS DOC (MOC) and the County Operational Area Ops section/division, and may act as the incident medical director. Pre-hospital personnel work under that physician's license.

Chief, Public Health Nursing (or designee) coordinates the activities and deployment of Public Health Services nursing staff.

Medical Director, Epidemiology and Immunization Services (or designee) coordinates surveillance and case investigation activities.

Public Information Officer coordinates information from the EMS DOC (MOC) to the Joint Information Center (JIC) at the OA EOC.

Public Health Services Staff fill positions to support the health-related needs and activities of the OA EOC and EMS DOC (MOC). Staff may be assigned to fulfill a variety of SEMS and NIMS required roles related to Operations, Finance, Planning, Intelligence and Logistics.

HHSA Departmental Operations Center

The HHSA Departmental Operations Center (HHSA DOC) serves as a support and procurement entity to the OA EOC. While generally open and staffed whenever the OA EOC is activated, the HHSA DOC may also be activated independently for emergency/disasters that are localized emergencies or primarily HHSA-related events. The HHSA DOC is typically activated for Continuity of Operations Plan activation and during recovery activities. The following are staff positions in the HHSA DOC:

HHSA Chief, Operations Officer position is generally filled by an Executive Staff member. This position coordinates the activities of the HHSA DOC.

HHSA Chief, Financial Officer (or designee) coordinates all aspects of HHSA financial documentation related to the event.

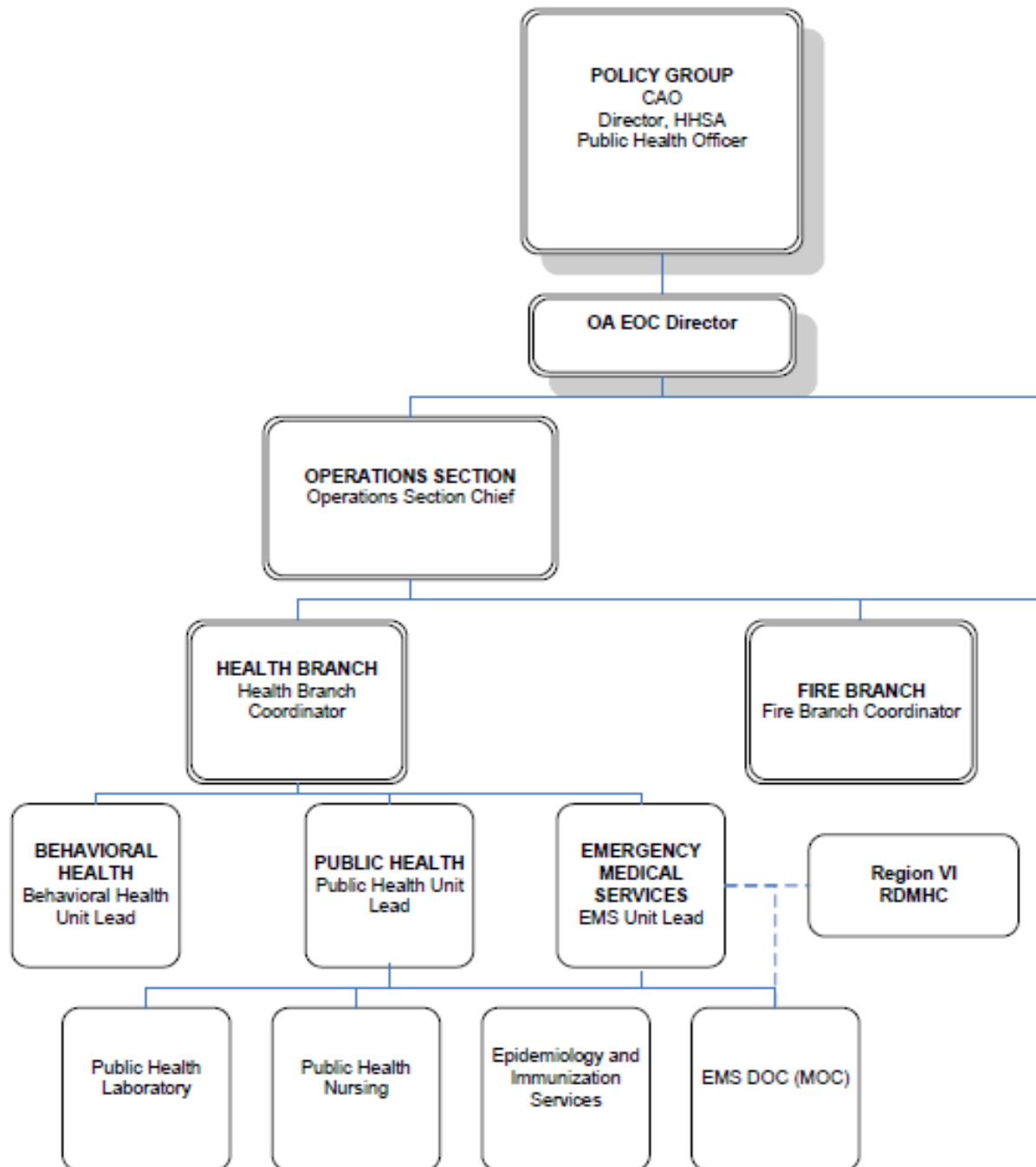
HHSA Human Resources Representative coordinates with the EOC and EMS DOC (MOC) to manage disaster service worker deployment.

Public Information Office Representative provides support to the EOC PIO for public information activities; drafts communications messages for HHSA managers and staff.

Other HHSA Representatives may be assigned to the HHSA DOC from the following programs: Aging & Independent Services, Public Health Services, Behavioral Health, and Regional Management Teams.

Figure 1

**PUBLIC HEALTH OPERATIONS POSITIONS
OA EOC**



III. Roles And Responsibilities

Public Health Services (PHS)

PHS Administration and Emergency Medical Services

1. Writes and updates this Public Health Annex and any other emergency public health plans and procedures.
2. Coordinates emergency/disaster/emergency public health operations within the Operational Area.
3. Coordinates the procurement, allocation and distribution of public health resources required to support emergency/disaster public health operations.
4. Requests and responds to requests from the State Mutual Aid Regional Disaster Medical/Health Coordinator for emergency/disaster assistance.
5. Develops and maintains a capability for identifying public health resources within the Operational Area.
6. Coordinates all public health-related activities among other local public and private response agencies or groups, as well as state and federal agencies.
7. Provides policy group representation to the EOC.
8. Provides Health Branch and other Operations staff to EOC and HHSA DOC.
9. Activates and fully staffs the EMS DOC (MOC).
10. Coordinates the deployment of Disaster Service Workers (Medical Reserve Corp) to response.

Epidemiology and Immunization Services Branch

1. Conducts epidemiologic surveillance for identification, monitoring, prevention, and administration of control measures.
2. Investigates communicable disease occurrence.
3. Conducts disease case investigations including tracing of possible contacts to an infected case.
4. Conducts real-time identification of indicators of increased health care services utilization
5. Monitors indirect indicators of disease activity, such as school absenteeism and prescriptions filled.
6. Collects and utilizes multiple, cross-referenced sources of data, such as Starlims, Electronic Laboratory Reporting, Virtual Confidential Morbidity Reporting, etc.
7. Investigates rumored disease outbreaks.
8. Manages vaccine supply.
9. Provides immunization as required.
10. Provides Public Information Officers (PIO) with communicable disease information to

be disseminated to the public and coordinates with other agencies when applicable.

11. Determines when special control measures (i.e. quarantine or prophylactic treatment) should be instituted based on epidemiological findings.
12. Works toward restoration of normal water supply and environmental control measures.
13. Increases level of surveillance activity as necessary.
14. Disseminates information vital to the prompt recognition and control of the disease, including CA Health Alert Network (CAHAN) releases to health care professionals.
15. Initiates public messaging as to risk-reducing behaviors to the media and public via the Department of Media and Public Relations.

Public Health Laboratory

1. Supports Public Health Services clinics and Regional Public Health Center clinics.
2. Conducts environmental testing, especially food, drinking water and possible sewage spills.
3. Provides Public health surveillance and assessment support.
4. Performs microbiological testing of human specimens as needed for disease control and support of Departmental clinics and hospitals.
5. Performs microbiological testing of food supplies as needed for disease control.
6. Assists in microbiological testing of the environment as needed.
7. Performs appropriate testing to identify animal to human disease exposure.

Public Health Nursing

1. Chief Public Health Nurse (or designee) coordinates activation of public health nurses from the regions and PHS branches during a Public Health emergency/disaster response and during the recovery period.
2. Provides outreach, teaching, and/or provide mass immunization/prophylaxis to the community at large (when directed by the Public Health Officer).
3. Assists with environmental and disease control measures when requested.
4. Assists with assessment of community health status.
5. Conduct communicable disease investigations.
6. Provides assistance to vulnerable risk groups as designated by the Health Officer.
7. Provides limited Behavioral health assistance related to emotional trauma and makes referral to Behavioral Health staff as needed (see ANNEX M, Behavioral Health Operations).
8. Provides staffing at Mass Care Shelters (see ANNEX G, Care and Shelter Operations)
9. Triage injured or ill individuals arriving at Shelters to appropriate level of care

10. May provide staffing at Field Treatment Sites and First Aid Stations, as requested (see **ANNEX D, Mass-Casualty Annex**). For planning purposes, their role at the sites should normally be limited to public and preventive health activities.
11. Chief Public Health Nurse, with the Regional General Manager, will communicate the needs of the region through the HHSA DOC and then coordinate implementation and delivery of these services.

Public Health Centers

Throughout the County Operational Area, there are six (6) Public Health Centers: Central Region, East Region, North Inland, North Central, North Coastal, and South Region. These sites may be opened during an emergency/disaster, depending on the location and nature of the emergency and the availability of personnel and resources. Each Public Health Center is the primary assembly point for Public Health Center personnel during emergency/disaster activation. If an office or a Public Health Center is destroyed or inaccessible, staff will move to an alternate Public Health Center as designated in the Continuity of Operations assuming it is safe to do so. Emergency public health activities will be coordinated and priorities set under the direction of the Public Health Officer, the Chief Public Health Nurse, or designees.

Media and Public Affairs

As part of OA EOC activation the Joint Information Center (JIC) is staffed by representatives of the Department of Media and Public Affairs. Subject matter expert staff from various Public Health Services branches will work with the County Media Team. These subject matter experts work with the Public Information Officer (PIO) to prepare Public Health Advisories for broadcast during an emergency/disaster. Public Health Advisories inform the public of any immediate or long-term public health issues. Public Health Advisories may include, but are not limited to, emergency information regarding recommendations in the following types of activities:

Water	Sanitation
Food Preparation	Communicable Disease Control
Vectors	Radiological Protection
Hazardous Materials	Laboratory Testing

County of San Diego Office of Emergency Services (OES)

1. Assists with public health emergency/disaster planning and training.
2. Coordinates efforts to obtain resources both in the Operational Area and out of the Operational Area, including supplies and logistical support.
3. Requests, obtains, and allocates military assistance in accordance with military plans and procedures.
4. Activates, manages, and staffs the EOC.
5. Assists with recovery efforts, particularly in obtaining state and federal reimbursement funds.

6. Serves as the OA Coordinator for mutual aid

State (See Attachment A)

1. Responds to requests for resources from the Operational Area (OES or Health Officer).
2. The Director, California Department of Public Health, is the State Public Health Officer and has the overall responsibility of coordinating statewide emergency/disaster public health operations and support requirements.

Federal (See Attachment B)

1. Department of Health and Human Services, FEMA and CDC
 - Assists state and local communities in taking protective and remedial measures for ensuring sanitary food and potable water supplies; adequate sanitary systems; rodent, insect, and pest control; care of sick and injured; and control of communicable disease.
 - Assigns professional and technical personnel to augment state and local forces.
2. Food and Drug Administration
 - Works with state and local governments in establishing public health controls through the regulation of food and drugs.

State Mutual Aid

The State of California is divided into six mutual aid regions. The San Diego County Operational Area is in Region VI, which also includes the Counties of Mono, Inyo, San Bernardino, Riverside, and Imperial. In the event local public health resources are unable to meet the needs of the Operational Area, assistance from the neighboring jurisdictions is requested through the Regional Disaster Medical/Health Coordinator or the Office of Emergency Services (regional office). The Regional Coordinator coordinates the provision of medical and public health resources through the Operational Area. If a state response is indicated, the Regional Coordinator functions are subsumed under the overall State medical and health response.

Emergency/disaster public health requests are consolidated at the Operational Area and provided to the Regional Coordinator who transmits it to the State Operations Center (SOC). The Regional Coordinator will:

- Coordinate the acquisition and allocation of critical public and private medical and public health resources required to support emergency/disaster medical operations.
- Coordinate medical resources in unaffected counties in the Region for acceptance of casualties.

- Request assistance from the Emergency Medical Services Authority (EMSA) and the State Department of Health Services (DHS), as needed.

Communications

The Regional Communication System (RCS) is the primary Operational Area radio system for coordinating the emergency response to an emergency/disaster. The local Government Communications System is located at the Sheriff's Communications Center (Station M) and operates on 800 MHz.

There are currently six county public health clinics in the Operational Area that are part of the enhanced RCS:

- Central Region, San Diego
- East Region, El Cajon
- North Inland Region, Escondido
- North Central Region, San Diego
- North Coastal Region, Oceanside
- South Region, Chula Vista

The RCS allows for direct communications between all of the public health clinics OA EOC , and other EOCs and DOCs in the Operational Area.

1. Talk-groups

All County agencies have been assigned their own talk groups. Mutual aid talk groups provide the ability for various agencies to talk to each other. (see ANNEX I – Communications)

2. Back-Up Communications

- A. Telephones, faxes, and wireless systems will be utilized when available.
- B. Amateur radio operators may be called upon for back-up communications at the scene(s), hospitals, clinics, first aid stations, the blood bank, field treatment sites, Red Cross Service Centers, the EOC, EMS DOC (MOC) and HHSA DOC if necessary. For more information on amateur radio operations capabilities see the San Diego County Mutual Aid Radio Plan.

ATTACHMENT A

STATE RESPONSIBILITIES

The Public Health Officer of the State Department of Public Health has the overall responsibility for coordinating statewide emergency/disaster public health operations and support.

The following state agencies have varied capabilities and responsibilities for providing support to public health emergency/disaster operations:

California Department of Public Health Services

Primarily responsible, the Public Health Officer or designee, for the administration and coordination of a statewide emergency/disaster public health program which includes coordinating, supervising, and assisting those essential services required to:

1. Assure availability of safe drinking water.
2. Prevent and control communicable disease.
3. Provide technical assistance in the safe operation of sewage collection, treatment, and disposal systems.
4. Assure prevention and control of vectors, including flies, mosquitoes, and rodents.
5. Assure observance of health aspects in management of solid waste disposal, including proper disposal of dead animals and human remains.
6. Assure safe management of hazardous wastes, including handling, transportation, and disposal.
7. Ensure safety of emergency supplies of food, drugs, medical devices, and other products.
8. Ensure rapid restoration or replacement of facilities for processing, storing, and distributing food, drugs, medical devices, cosmetics, and other products.
9. Rapidly establish measures to mitigate damage to public health from radiological accidents, including safety criteria for recovery, re-occupancy, and rehabilitation of contaminated areas.
10. Provide support to the California Air Resources Board in carrying out the public health aspects of the California Air Pollution Emergency Plan.

Department of Food and Agriculture

1. Administers programs for the control and eradication of diseases, pests or chemicals affecting animals, poultry or crops.
2. Provides information on the protection of human and animal food from contamination by harmful residues or chemicals.
3. Provides entomological and veterinary assistance in support of emergency operations.

Air Resources Board

1. Develops plans to prevent substantial endangerment to the health of persons by anticipating and preventing or abating air pollution emergencies.
2. Coordinates execution of air pollution emergency plans with Operational Areas and Regional Air Pollution Control Districts, Cal EMA, and other public agencies.
3. Coordinates the monitoring of air quality and issues bulletins consistent with public safety as required by the Department of Health Services.

State Water Resources Control Board

Assures safe operation of sewage collection, treatment, and disposal systems; and provides water quality advice and support in emergency operations.

Solid Waste Management Board

Responsible for the proper disposal of solid wastes.

ATTACHMENT B

FEDERAL RESPONSIBILITIES

Federal agencies operating under their own statutory authority may render direct assistance; however, following a Presidential Declaration, the Department of Homeland Security (DHS), through the Federal Emergency Management Agency (FEMA), will coordinate the federal response system supporting emergency medical needs resulting from disasters. FEMA is supported by the Sixth U.S. Army Headquarters, the Department of Homeland Security (DHS), the Department of Health and Human Services (DHHS), and the Department of Defense (DoD).

Federal Emergency Management Agency (FEMA)

Under, Emergency Support Function (ESF) #8 – Public Health and Medical Services, provides the mechanism for coordinated Federal assistance to supplement State, tribal, and local resources in response to a public health and medical disaster, potential or actual incidents requiring a coordinated Federal response, and/or during a developing potential health and medical emergency. Public Health and Medical Services include responding to medical needs associated with mental health, behavioral health, and substance abuse considerations of incident victims and response workers. Services also cover the medical needs of members of the “at risk” or “special needs” population described in the Pandemic and All-Hazards Preparedness Act and in the National Response Framework (NRF) Glossary, respectively. It includes a population whose members may have medical and other functional needs before, during, and after an incident.

ESF #8 provides supplemental assistance to State, tribal, and local governments in the following core functional areas:

- Assessment of public health/medical needs
- Health surveillance
- Medical care personnel
- Health/medical/veterinary equipment and supplies
- Patient evacuation
- Patient care
- Safety and security of drugs, biologics, and medical devices
- Blood and blood products
- Food safety and security
- Agriculture safety and security
- All-hazard public health and medical consultation, technical assistance, and support
- Behavioral health care
- Public health and medical information
- Vector control

Potable water/wastewater and solid waste disposal

Mass fatality management, victim identification, and decontaminating remains

Veterinary medical support

Department of Health and Human Services (DHHS)

DHHS, which includes the Centers for Disease Control and Prevention, and in collaboration with FEMA, has the primary federal responsibility for activities associated with health hazards resulting from emergencies. Is responsible to:

- Assist state and local communities in taking protective and remedial measures for ensuring sanitary food and potable water supplies; adequate sanitary systems; rodent, insect, and pest control; care of sick and injured; and control of communicable disease.
- Assign professional and technical personnel to augment state and local forces.

Food and Drug Administration

Guides state and local governments in establishing public health controls including decontamination or condemnation of contaminated food and drugs.

Policies and Procedures

1. If a local situation requires the regulation of a local health department in accordance with Section 207 of the Health and Safety Code, the State Department of Public Health will notify the appropriate health officer and assume control of local public health functions.
2. If local resources (both public and private) are inadequate to cope with the situation(s), required support will be requested through the appropriate OES Mutual Aid Regional Office. If the requirement cannot be met through resources available within the counties in the Region, the Region staff or Director will request assistance from the Sacramento headquarters, OES, who will then forward the request to the State Department of Health Services for assistance.
3. The provision of Federal resources prior to a Presidential Declaration of an Emergency is justified where prompt action is essential for the protection of life and property. After a Presidential Declaration is made, and upon instructions from the Region Director, Federal Emergency Management Agency, Federal agencies will make their resources available to support local and state emergency public health and sanitation efforts.

APPENDIX E-1

PUBLIC HEALTH OPERATIONS EMERGENCY ACTION CHECKLIST

<u>Action</u>	<u>Responsibility</u>
Report to the EOC at Kearny Mesa, other designated staff report to EMS DOC (MOC) and HHSA DOC	Public Health Officer and Designated PHS Staff
Issue appropriate public health orders, including orders of quarantine, and protective guidelines, as needed.	Public Health Officer
Request proclamation of Local Emergency (if emergency is of a public health nature only).	Public Health Officer
Coordinate health-related activities among local public and private response agencies or groups.	Public Health Services
Communicate with local hospitals/clinics to determine surge needs	Public Health Services
Coordinate with the County Medical Examiner, on any Health related problems associated with the disposal of the dead.	Public Health Services
Request assistance from the State Mutual Aid Regional Disaster Medical/Health Coordinator, as required.	Public Health Services
Determine potential health hazards and establish standards for control.	Public Health Services
Coordinate a systematic inspection of health hazards in affected areas as needed.	Public Health Services
Assist in environmental protection activities.	Public Health Services
Implement preventive health measures, including the control of communicable diseases and other public health threats.	Public Health Services
Provide laboratory testing as needed to prevent environmental or human-to-human disease transmission.	Public Health Laboratory
Conduct appropriate laboratory testing to monitor situation throughout event response.	Public Health Laboratory

Assist in disease control activities.	Public Health Nursing
Assist in community health assessment.	Public Health Nursing
Assist in Field Treatment Sites, First Aid Stations, and Mass Care Shelters when requested.	Public Health Nursing
Provide supportive health care at operating Public Health Centers.	Public Health Nursing
Conduct preventive health services as needed.	Public Health Nursing

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